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Affordable Housing Services

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Executive Director

February 20, 2004

**Docket No. 04-06**

Communications Division

Public Information Room, Mailstop 1-5

Office of the Comptroller of the Currency

250 E St. SW,

Washington 20219

**Docket No. R-1181**

Jennifer J. Johnson

Secretary

Board of Governors of the Federal Reserve System

20th Street and Constitution Avenue, NW

Washington DC 20551

Robert E. Feldman

Executive Secretary

Attention: Comments

Federal Deposit Insurance Corporation

550 17th St NW

Washington DC 20420

Regulation Comments, Attention: No. 2004-04

Chief Counsel's Office

Office of Thrift Supervision

1700 ti Street NW

Washington DC 20552

**RE: CRC Comments Regarding Revisions to the Regulations Implementing the CRA**

Dear Officials of Federal Bank and Thrift Agencies:

**The California Reinvestment Committee (CRC) urges you to withdraw the proposed changes to the Community Reinvestment Act (CRA) regulations. CRA has been instrumental in increasing access to homeownership, developing multi-family housing, boosting economic development, and expanding small businesses in the nation's minority, immigrant, and low- and moderate-income communities. Low income and people of color communities have utilized CRA to abolish redlining and discrimination in their communities. CRA obligates banks and thrifts to serve all communities in which**

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they are chartered and from which they take deposits. CRC believes that the proposed changes are contrary to the CRA statute and if enacted would decrease the progress made in community reinvestment and reduce the public's ability to hold financial institutions accountable for compliance with consumer protection laws and regulations.

The California Reinvestment Committee is a nonprofit membership organization of more than two hundred nonprofit organizations and public agencies across California. CRC works with community-based organizations to promote the economic revitalization of California's low income and people of color communities. CRC promotes increased access to credit for affordable housing and community economic development, and to financial services for these communities. CRC has agreements with California's major financial institutions.

The proposed changes include three major elements: 1) increase the asset threshold from \$250 million to \$500 million for banks to be eligible for a small bank exam; 2) establish a weak predatory lending compliance standard under CRA; and 3) expand data collection and reporting for small business lending and home lending. The beneficial impacts of the third proposal are overwhelmed by the damage imposed by the first two proposals.

In addition, the federal banking agencies rejected a proposal which would have tied a bank's CRA obligations to its market share in a given area rather than just the location of its branches. In California, Countrywide Home Loans and JP Morgan Chase are two such entities that despite the high number of loans made in the state have no CRA obligations. The agencies also failed communities by continuing to allow banks to elect to include affiliates on CRA exams at their option. Financial institutions have the ability to manipulate their CRA exams by excluding affiliates not serving low- and moderate-income borrowers and excluding affiliates engaged in predatory lending. The game playing with affiliates will end only if the federal agencies require that all affiliates be included on exams. These missed opportunities had the potential to increase CRA's effectiveness in helping communities.

### Small Bank Exams

Under the current CRA regulations, large banks with assets of at least \$250 million are rated by performance evaluations that scrutinize their level of lending, investing, and services to low- and moderate-income communities. The proposed changes will eliminate the investment and service parts of the CRA exam for banks and thrifts with assets between \$250 and \$500 million. The proposed changes will also no longer reference affiliations with holding companies. It is expected that these proposed changes would create streamlined and cursory exams for 1,111 banks that account for more than \$387 billion in assets.

The elimination of the investment and service tests for more than 1,100 banks translates into considerably less access to banking services and capital for underserved communities. For example, these banks would no longer be held accountable under CRA

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exams for investing in Low Income Housing Tax Credits, New **Market Tax Credits** and equity investments in Community Development Financial Institutions (CDFIs). Such investments have promoted economic development and multi-family affordable housing development for low income and people of color communities. Banks in this new category **would no longer** be held accountable for the provision of bank branches and checking/deposit accounts. Many banks **with** assets between \$250 to \$500 million are located in rural areas. Many rural banks as well as a large subset of depository institutions **will** no longer be required to have a continuing and affirmative obligation to serve the investment and deposit needs of all the communities in which they are chartered and from which they take deposits.

CRC does not agree with exempting banks that are affiliated with large holding companies from the "large bank" exam. Such banks **have a** responsibility to the lending, investment and service needs of the communities in which they receive deposits and where they are chartered.

#### Predatory Lending

The proposed CRA changes contain an anti-predatory screen that will actually perpetuate abusive lending. The proposed standard **states** that loans based on the foreclosure value of the collateral, instead of the ability of the borrower to repay, can result in downgrades in CRA ratings. The asset-based standard creates a de-facto definition of predatory lending without taking into account other predatory tactics. These tactics include: 1. Targeting of minorities, low-income, and the elderly for sub-prime lending; 2. Originating sub-prime loans to **borrowers** that could qualify for prime loans; 3. Prepayment penalties; 4. Encouraging borrowers to refinance unsecured debt as a means of increasing the loan size and related point, fees, and commissions; 5. **Selling of single credit insurance** products as part of the home loan; 6. Mandatory arbitration provisions; 7. Excessive points and fees; 8. Yield spread premium payments or other compensations that rewards brokers for steering borrowers to **higher** cost products and larger loans; and 9. Purchasing and investing in predatory loans as part of a mortgage backed security.

The asset-based standard **still** allows for financial institutions to strip equity. For example, borrowers can have the necessary income to afford monthly payments, but they are still **losing** wealth as a result of a lender's excessive fees or unnecessary products. Furthermore, since banks can elect at their discretion whether to include their affiliates in their CRA examination, a loophole is created that may not disclose a bank's related predatory lending practices. **Also**, since only affiliate loans in the bank's assessment area may be considered, this further dilutes the effectiveness of the proposed changes.

Any standard that does not address the aforementioned nine tactics will allow CRA exams to **be used** to cover up predatory lending practices. Rigorous fair lending audits and severe penalties on CRA exams for abusive lending are necessary in order to ensure that low income and people of color borrowers are protected. The proposed predatory lending standard does not provide the necessary protections. While its intent is to protect,

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in reality it **actually shields** lenders from the consequences of abusive lending.

#### Enhanced Data Disclosure

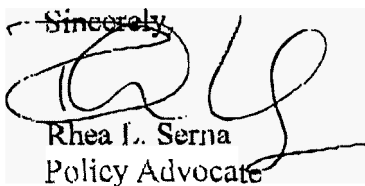
The federal agencies propose for banks to **publicly report the specific census tracts of small businesses and small farms** receiving loans in addition to the current items in the **CRA small business** data for each depository institution. This will **improve the ability of the general public to determine if banks are serving traditionally neglected neighborhoods and communities**. Also the regulators propose separately reporting **purchases from loan originations on CRA exams and separately reporting high cost lending (per the new TIMDA data requirement starting with the 2004 data)**.

The positive aspects of the **proposed data enhancements** do not begin to make up for the significant harm **caused by the first two proposals**. Furthermore, the federal agencies are not utilizing the **data enhancements in order to make CRA exams more rigorous**. The agencies are requiring that the **information regarding small business and small farm lending be contained in the Disclosure Statement but would not necessarily use the data to lower ratings on CRA exams**. Also data reporting on **loan purchases, originations and high cost loans will not impact a CRA rating**.

#### Conclusion

The proposed changes to CRA will directly undercut the **Administration's emphasis on minority homeownership and immigrant access to jobs and banking services**. The **proposals regarding streamlined exams and the anti-predatory lending standard threaten CRA's statutory purpose of the safe and sound provision of credit and deposit services**. Full compliance with **CRA regulations needs to occur where lending and profit making activities take place in substantial proportion**. The **proposed data enhancements** would become much more meaningful **if the agencies update procedures regarding assessment areas, affiliates, and the treatment of high cost loans and purchases on CRA exams**. CRA gives ordinary the citizens the opportunity to have a **voice regarding a bank's lending, investment and service components**. CRA is too vital to be **gutted by harmful regulatory changes and neglect**. Thank you for your attention to this critical matter.

Sincerely,



Rhea L. Serna  
Policy Advocate

California Reinvestment Committee